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SUBJECT: GHANA-SUMMARY OF REGIONAL CONSULTATIVE WORKSHOP ON
GHFSI AND GCC

INTRODUCTION

¶1. USAID/West Africa hosted a Whole of Government workshop in Accra, Ghana over February 8-12, 2010, on the implementation in West Africa of the Global Hunger and Food Security Initiative (GHFSI), as well as on the planning of investments related to global climate change (GCC). Over 60 people active in these two areas from six U.S. Government agencies -- State, USAID, the US Department of Agriculture (USDA), Office of the US Trade Representative (USTR), Millennium Challenge Corporation (MCC), US Forest Service (USFS), Peace Corps, and US African Development Foundation (USADF) -- attended the workshop. Participants came from Washington and from the six USAID missions active in the GHFSI -- West Africa regional, Ghana, Liberia, Mali, Nigeria, and Senegal -- as well as from the missions in Benin and the Democratic Republic of Congo, and the embassies in Burkina Faso and Mauritania. There was good representation from the country and regional teams, including economic, commercial, environmental, and agricultural officers from the embassies, as well as management, program, and technical officers from USAID.

GHFSI Outcomes

¶12. The three days of meetings on the Global Hunger and Food Security Initiative produced the following outcomes:

- Mutual understanding of recent developments in the USG strategy for the Global Hunger and Food Security Initiative, including the five core principles guiding the initiative: 1) comprehensive plan; 2) country-led and owned; 3).strategic coordination; 4) multilateral cooperation; and 5) sustained commitment. The meeting was a valuable opportunity for the USG professionals responsible for implementation in the field to discuss issues with key representatives of the inter-agency team from Washington.

- Sharing of experiences among agencies and missions on how the Whole of Government approach can best contribute to African country-led and regional strategies and investment plans oriented around the Comprehensive Africa Agricultural Development Program (CAADP), supported by national governments and multiple donors. There were presentations on how multilateral organizations and funding mechanisms complement USG-supported programs.

- Sharing of experiences from country teams on their progress putting Whole of Government principles into operation at the field level.

- Clarification of the steps to be taken by the missions in 2010 to put in place a new architecture for the implementation of significantly expanded activities to meet the major objectives of the GHFSI. These are: 1) Improved economic performance of the agricultural sector, 2) Improved nutritional status, and 3) Improved capacity of vulnerable households to meet their food needs.

- Presentations and discussions on the planning and implementation of programming in key component areas. These were: 1) Vulnerability, reaching the ultra-poor and linking development with humanitarian assistance; 2) Nutrition; 3) Gender mainstreaming; 4) Transport corridors and regionally integrated markets; 5) Building capacity in public and private institutions; and 6) NRM, climate change, and food security.

- Discussion in small groups of opportunities for joint planning and potentially coordinated procurement in program areas common across country teams. Points of Contact for each group will follow up with plans for further consultations and designs. The areas were: 1) Capacity building; 2) Reaching the very poor; 3)

Nutrition, and 4) Seed and fertilizer supply chains.

- Second drafts of the Implementation Plans (IPs) for all of the participating Missions for FY2010, as well as the Diplomatic Strategies of each bilateral mission were discussed in side meetings. The final bilateral IPs, due March 1, will integrate the Diplomatic Strategies.

- The Economic Community of West African States (ECOWAS) is leading the process in West Africa, with the national and regional compacts linked with each other and the CAADP process running in parallel with ECOWAS's own agricultural policy (ECOWAP). All five focus countries represented at the meeting - Ghana, Liberia, Mali, Nigeria, and Senegal - have already signed their respective CAADP country compacts, as has ECOWAS at the regional level (and seven others among ECOWAS's 15 member states). In keeping with ECOWAS's key role in the process, Ousseni Salifou, Commissioner for Agriculture, Environment, and Water Resources, and Yamar Mbodj, Advisor to the Commissioner, reported on the main achievements, proposals to strengthen the approach, post-compact actions, and a 2010 road map, all at both the national and regional levels. USAID and other members of the country teams have taken responsibility to work with the agricultural donor groups in the five focus countries and at the regional level, to move the process forward. The post-compact approach focuses on the investment plans, consultative and coordinating mechanisms, monitoring and evaluation, and accountability. By the end of April, the remaining four national compacts will be signed, and during May and June, detailed investment plans will be available for all 15 countries and at the regional level.

- The USAID bilateral missions and the West Africa regional mission gave presentations on the status of the respective CAADP country or regional compacts and implementation of the FY2009 supplemental funding. In its presentation, USAID/Mali outlined how it is facilitating the CAADP process in the country, which signed its compact in October 2009. The mission is providing support to the office within the Ministry of Planning and Statistics responsible for CAADP and to the Food Security Commission. The presentation stressed the Whole of Government approach (involving State, USDA, MCC, Commerce, Defense, USFS, the Peace Corps, and Food for Peace) that was being pursued, as well as the involvement of other donors in the effort. It also stressed the importance of building the capacity of Malian Government for leadership and analysis; in FY2010, USAID/Mali is supporting capacity-building for a major university, key ministries, and research institutions. USAID/Mali

concluded by appealing for a political push to motivate the headquarters of other donors more enthusiastically to support the CAADP process.

- USAID/Senegal in its presentation noted that the following day (February 9) the country would be holding its national CAADP round table, with about 400 people in attendance. The round table had been postponed since November 2009 to ensure the availability of the President and to allow the donors to work out who should sign the compact on their behalf. The national agricultural investment plan could stand improvement, especially by including more measurable impacts. There is a need for the Presidential agricultural initiative GOANA (Grande offensive pour la nourriture et l'abondance) to be incorporated into the investment plan. USAID/Senegal chairs two donor groups ones on environment and the private sector and is active in the agricultural one. The mission is supporting a great deal of capacity-building this year, conducting an institutional analysis with the Ministry of Agriculture, supporting the planning unit at that ministry, and building the capacity of four universities. The mission has been participating in a Whole of Government approach for many years, with an QWhole of Government approach for many years, with an agreement with USDA on sanitary and phyto-sanitary work, a major agreement with the Peace Corps, another with the US Geological Survey, and FFP and OFDA active in the country.

- USAID/Nigeria in its presentation noted that the national CAADP compact had been signed in October 2009, with the USAID Mission Director signing on behalf of the donor community; the compact does not deal with nutrition, trade, or policy issues. Mission projects, including MARKETS (Maximizing Agricultural Resources and Key Enterprises in Targeted Sites), have been adopted by the Government of Nigeria as models for government strategies, demonstrating the high degree of alignment between the mission's programs and such strategies. A national CAADP Secretariat is now being established to coordinate and organize government activities in this domain. Four donors in Nigeria (the African Development

Bank, World Bank, the UK's Department for International Development, and USAID) have developed a country partnership strategy, which is the core of the mission's strategic plan, while the UN's Food and Agriculture Organization is coordinating the Food Security Technical Group. As to the Whole of Government approach, USAID/Nigeria has expanded work with USDA on the productivity side, while work on improving the policy environment is being undertaken by the International Food Policy Research Institute (IFPRI) and West Africa node in Ibadan of the Regional Strategic Analysis and Knowledge Support System (ReSAKSS).

- USAID/Ghana noted that that country's national CAADP compact had been signed in October 2009, with the World Bank signing on behalf of all donors. The agricultural sector working group, co-chaired by the Canadian International Development Agency and the Ghanaian Government, has been very active, with USAID playing a major role. The next major step is that the Ministry of Food and Agriculture will be holding an internal retreat in March to increase its understanding of its capacity gaps. The national agricultural investment plan carries a price tag of 2.9 billion Ghana cedis (about \$2 billion) and is running hundreds of millions of Ghana cedis short. There will be a joint sector review in June to review progress toward meeting the CAADP goals. Some \$12 million of the supplemental funds have been used to begin the new ADVANCE (Agricultural Development and Value Chain Enhancement) cooperative agreement, with the priority commodities being maize, rice, sorghum, and soybeans. IFPRI is leading the process of increasing capacity at the Ministry of Agriculture, to the tune of \$3.5 million

over four years. In terms of the Whole of Government approach, USAID/Ghana has been taking the lead among donors; the Ambassador or Deputy Chief of Mission chair quarterly food security meetings. USAID/Ghana is looking to scale up its agreements with USDA, while the Peace Corps has submitted a proposal to place volunteers in remote, rural areas in support of the GHFSI. Although the mission has one staff member under the Development Leadership Initiative, it still has a need for senior technical advisors.

- USAID/Liberia observed that that country had signed its compact in October 2009, with the USAID Mission Director signing on behalf of the donor community. The process in Liberia was slowed by the absence of a Minister of Agriculture from February to September 2009. Even before the compact was signed, USAID/Liberia was providing capacity-building support to the Ministry of Agriculture, and supporting rice seed certification through an arrangement with the Africa Rice Center (WARDA) and multiplying seeds working with the private and public sectors. Additional ongoing projects deal with infrastructure (feeder roads and bridges), potable water, and cash crops (cocoa and rubber). The national agricultural investment plan that accompanied the compact has been costed out, but there has been no donor coordination meeting to discuss it. As to the Whole of Government approach, other agencies active in Liberia include the Peace Corps, the Office of Defense Cooperation, and USDA (especially, Food for Progress). The mission is understaffed to manage its \$35 million annual Economic Growth portfolio, which includes agriculture, natural resource management, infrastructure, and enterprise development. The key constraint on coordination with the Government of Liberia is capacity coordination with the Government of Liberia is capacity within the Ministry of Agriculture, where expertise is thin below the top level.

- USAID/West Africa noted in its presentation that the ECOWAP/CAADP Compact has been validated and approved by the ECOWAS Council of Ministers on October 22, 2009, in Yamoussoukro. An international conference in Abuja on financing ECOWAP/CAADP reviewed and approved the compact on November 11-12, 2009. The ECOWAP/CAADP regional compact has three components (known as Mobilizing Programs), as follows: Promotion of strategic products for food sovereignty (\$450 million); Promotion of a global environment conducive to regional agricultural development (\$270.5 million); and Reduction in food insecurity and promotion of sustainable and stable access (\$225 million). ECOWAS expects to contribute 15 percent of the \$900 million. Some donors have already indicated their levels of contribution (for example, Spain has pledged \$300 million). USAID/West Africa has been

supporting the CAADP process in a number of ways, as follows: supporting a long-term advisor (Mbodj) at the ECOWAS Commission who works directly on the process; monitoring country-level compact development; supporting the preparation of Pillar 1 and 3 documents at the continental level through the Permanent Interstate Committee for Drought Control in the Sahel (CILSS); supporting the preparation of Pillars 1 and 2 of the Regional Agricultural Investment Plans and other documents presented at the ECOWAS International Conference on Financing; and very recently providing an advisor on agricultural trade policy to ECOWAS through the Agribusiness and Trade Promotion project. ECOWAS continues to have capacity-building needs, particularly with respect to its role in coordinating the implementation of the national compacts in its 15 member states. Although the Whole of Government approach is complicated in the regional context by a host of factors, USAID/West Africa has long cooperated with, and will ramp up its cooperation with the USDA/Foreign Agriculture Service's regional attaches in Dakar and Lagos, and with USTR on trade policy issues, including trade/transport

corridors.

- A draft Results Framework for the Initiative was presented and draft indicators against which expanding activities will be monitored shared. Participants were encouraged to provide comments and feedback by March 15.

- Proposed methods for impact assessment were discussed, as well as the Mutual Accountability Framework being developed for all of the partners linked to CAADP.

- Identification and discussion of key management issues of staffing, procurement, technical support, and so on, that will need to be resolved in each mission in 2010 as the GHFSI and programs in climate change are scaled up. Acquisition and Assistance officers from Washington and the regional West Africa mission participated actively in the discussions to find solutions.

GCC Outcomes

13. The two-day meeting on Global Climate Change produced the following outcomes:

- Mutual understanding of how the U.S. Government is moving forward in the context of the Copenhagen Accord with programs in support of low-carbon economic growth and adaptation to the probable effects of climate change.

- Preliminary discussions of how programs in the field should be planned and implemented.

- Agreement on a recommendation that Whole of Government country teams in Africa be fully involved in shaping the development of the climate change program.

- Discussion of the need to balance the integration of climate change programs into the GHFSI and other portfolios of the missions in Africa on the one hand, and the needs of Washington-based offices to track progress of narrowly targeted policy priorities on the other.

Workshop sessions on GHFSI

14. Representatives of offices in Washington provided an overview of recent developments. The GHFSI is a global, multi-agency USG effort, led by an inter-agency team chaired by the Counselor and Chief of Staff to the Secretary of State. USAID is taking a lead role in implementation, working closely with the Office of Management and Budget (OMB), the Treasury, USDA, MCC, USTR, and others in a coordinated, Whole of Government approach. Africa is in the spotlight because the chronically poor and hungry constitute a larger proportion of the population than in any other region of the world, and because Opopulation than in any other region of the world, and because in spite of national economic growth, the proportion of the population classified as poor has been increasing in many countries in recent years. The GHFSI, which may be rebranded as "Feed the Future," incorporates the objectives and principles laid out at the G8 summit at L'Aquila, Italy, and the Food Security Summit in Rome in 2009. An updated version of the strategy document was distributed. A draft results

framework was presented and draft indicators were distributed for discussion and feedback.

15. Presentations on the UN High Level Task Force on Food Security and on multi-donor trust funds managed by the World Bank provided the context within which the USG initiative is working as part of broader multi-lateral efforts. The Consultative Group on International Agriculture Research (CGIAR) system of international agricultural research centers has mobilized multilateral support for many years. The centers have long-term presence in many countries, and have built the capacity of national systems to generate applied research,

policy options, and technology dissemination through partnerships.

¶16. African governments, in partnership with the private sector, civil society, and the international donor community, have taken a leadership role through CAADP. CAADP Country Compacts are endorsements by governments and development partners of evidence-based sector-wide strategies. After these are signed, the next step is to work towards comprehensive plans for investment and policy reform that will be externally reviewed by a team of experts mobilized by ECOWAS. CAADP is a country-led, not an exclusively government-led process. The process must include effective consultations with private sector and civil society organizations, as well as with the agricultural donor working groups. A policy reform agenda is a key element in every strategy. USAID and other members of the country teams have taken responsibility to work with the agricultural donor groups to advance the CAADP process as the keystone partnership for the GHFSI in Africa.

¶17. In Washington, the Whole of Government approach has brought together State, Treasury, USDA, USTR, MCC, and other agencies with USAID to develop the GHFSI. The draft Implementation Plans developed by each of the USAID missions in the target countries have been reviewed by the interagency teams. In addition, the country teams led by State have submitted Diplomatic Strategies tied to the Initiative. These lay the foundation for the Whole of Government process in the field, identify key areas for policy reform, and name country and regional forums for disseminating information. Presentations by representatives the MCC, USTR, and USDA, as well as one sent from Treasury, provided information on how country teams can best link with their programs and resources. Representatives from each country team summarized their progress. The Peace Corps and the USADF also participated in the meeting. The final IPs, due March 1, will incorporate the technical programs, updated Whole of Government linkages, and the diplomatic strategies.

¶18. A key objective of the GHFSI in 2010 is to lay evidence-based foundations for further scaling up in 2011 and beyond. The core objectives of the initiative are 1) Improved economic performance of the agricultural sector, 2) Improved nutritional status, and 3) Improved capacity of vulnerable households to meet their food needs. Linked to these are a number of other key topic areas. Presentations and working groups discussed how country teams can best address these issues, and how they can work together to assemble relevant analysis, plan and perhaps also to jointly implement certain activities. Among the issues discussed were the following:

- Reaching the poor and vulnerable: linking humanitarian assistance with agriculture-based growth;
- Regional integration and transport corridors, to increase regional trade and the availability of staple foods through improved access to markets for producers and reduced transactions costs;
- Building integrated, cross-sectoral programs on nutrition, to set standards of accountability for measurable decreases in the prevalence of underweight children and to support country-led processes to reduce under-nutrition;
- Incorporating women and youth into development processes;
- Integrating natural resource management and adaptation to the effects of climate change into programs linked to the GHFSI; and
- Coordinated capacity-building, to provide short-term training to African partners in public and private institutions to strengthen their capabilities to contribute to programs and objectives of CAADP.

¶ 9. Within USAID in particular, key management issues of staffing, procurement, technical support, and so on, will need to be resolved in each mission in 2010 as the GHFSI and programs on climate change are scaled up. All of the missions urgently need more people, including qualified and experienced professional staff. In addition, "surge teams" of experts available from Washington and the regional missions must be expanded to assist in program designs, reviews, and evaluations. Ways must be found to deal effectively with very real constraints including National Security Decision Directive 38 (NSDD-38) ceilings on staff, office space, housing, support budgets, International Cooperative Administrative Support Services (ICASS) charges, and lengthy administrative approval processes. It was recommended that the GHFSI indicators and reporting requirements, as well as the definitions of funding categories, be integrated with existing mechanisms as much as possible. Participants called for more certain budget levels in out-years to facilitate multi-year programming. Participants appreciated the difficulty of devising a process that was both country-led and governed by a common, Africa-side approach under a single Results Framework. Senior staff participated actively in these discussions, and expressed agreement on the need to work together to find solutions.

¶ 10. Led by members of USAID's Office of Acquisition and Assistance (A&A) from Washington and the region, the group discussed flexible ways of setting up grants and contracts to scale up activities. The field is receiving mixed signals. On the one hand, the OMB recently issued a paper calling for reductions in costs and risks to the government, reducing reliance on Indefinite Quantity Contracts, and encouraging smaller implementing agreements with increased participation by small businesses and African partners. On the other, the missions and country teams are being encouraged to find mechanisms to reduce the number and complexity of procurement mechanisms and management units. New requirements for Congressional notification for proposed procurements above specified thresholds are in the FY2010 Appropriations Bill. A&A offices both in Washington and in the field are overstretched already. A&A specialists should be brought into the early stages of planning, so that programs can be scaled up quickly and effectively, using appropriate mechanisms within the framework of agency and administration policies.

¶ 11. The U.S. Government interagency team met with representatives of nongovernmental organizations (NGOs), commercial banks, consulting companies, and philanthropic foundations. The consultation provided an opportunity to update the group on the consultation process, to document and review the principles underlying the initiative, and to describe the planning for implementation that is taking place. Meeting participants were appreciative of the consultations that the U.S. Government has supported. They raised questions regarding the role of private commercial banks in the process, where CAADP fits within the GHFSI, and the importance of capacity-building for African institutions (as opposed to the conventional approach of funding projects implemented by companies and NGOs from the developed world).

¶ 12. USAID/West Africa hosted U.S. Government staff from missions across West and Central Africa and offices in Washington to plan for scaling up USAID's climate change investments. The two days included discussions on how USAID is organizing itself to address climate change, an update on

outcomes from the UN negotiations in Copenhagen in December that will impact USG policy and programs, and emerging analysis on opportunities for USAID climate change investments in Africa. Several USAID missions shared their experience in addressing climate change issues through existing investments in biodiversity, clean energy, and adaptation.

¶13. In Copenhagen, the U.S. committed itself to spending \$1 billion on REDD-related (UN Collaborative Programmed on

Reducing Emissions from Deforestation and Forest Degradation in Developing Countries) activities over the next three years. In addition, the U.S. will contribute its share of an international commitment to spending \$10 billion per year on climate change over the next three years, rising to \$100 billion per year by 2020. Lastly, pending legislation in Congress is likely to shape the direction of the USG's climate change investments. USAID is still determining Copenhagen's impact on priorities, programs, and reporting on investments.

¶14. In meetings with representatives of USAID/Washington's Office of the Sustainable Development under the Africa Bureau and Bureau of Economic Growth, Agriculture, and Trade, each mission provided updates on national policy development on climate change and discussed potential USAID investment areas and technical assistance needs. Missions also provided input to emerging priorities. Although there were some areas where the data did not reflect the current situation, many missions felt that the analysis did provide a sound basis on which to lay out budget priorities.

¶15. Missions noted that they would like the field to be more involved in shaping the development of the climate change program. Participants felt that there was a disconnect between Washington's expectation that climate change funds meet narrowly targeted policy priorities and field missions' emphasis on integrated programming that meets key development priorities, including climate change. In particular, there was concern that the narrow definitions of mitigation may mean the discontinuation of funding for long-standing, successful programs, such as support for the West African Power Pool, and the inability to support fossil-fuel based initiatives that clearly reduce carbon emissions, such as efforts to reduce gas flaring in Nigeria. Another key question was the nexus between programming in the areas of biodiversity and climate change, with the view widely expressed that areas containing important biodiversity should not be totally ignored in favor of ones with the greatest potential for carbon mitigation.

¶16. Questions and issues from all participants were collected throughout both sessions of the workshop. Many of these were discussed in the meetings, and other will be addressed on the interactive website Food Security, Sustainable Trade, and Environmental Resilience (FOSTER) (<http://communities.usaidallnet.gov/foster>).

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